

Halifax Regional Municipality
July 13, 2004
Committee-of-the-Whole

TO: Mayor Kelly and Members of Halifax Regional Council

SUBMITTED BY:


Dan English Acting Chief Administrative Officer

DATE: July 5, 2004

SUBJECT: **Planning Strategy for Halifax Harbour - Preliminary Recommendations**

ORIGIN:

- (a) Halifax Regional Council's initiation of the Regional Planning Project in 2002.
- (b) The preliminary recommendations are put forward by the Halifax Harbour Plan Steering Committee.
- (c) The report was reviewed by the Regional Planning Committee on June 30, 2004.

RECOMMENDATION:

It is recommended that Halifax Regional Council endorse the package of preliminary recommendations contained in this report, as the basis to conduct further public and stakeholder consultation and formulate detailed policy statements regarding a Planning Strategy for Halifax Harbour.

BACKGROUND:

Halifax Harbour is one of HRM's most important assets, the heart of our region. It helps define our economy, our identity, our culture and our sense of pride, for ourselves, for our region, and beyond. Yet a comprehensive plan for Halifax Harbour has never been prepared in the past.

Regional Council, however, determined that as part of the Regional Planning project, such a plan be formulated. With full integration with the other themes of the Regional Plan, a Halifax Harbour Plan will serve as long range policy document and implementation program that will guide decision making and development activity.

Study Area

The study area or geographic limits of the Harbour Plan extends from Hartlen Point in Eastern Passage across the outer harbour to Chebucto Head, and includes the Northwest Arm, Inner Harbour and Bedford Basin. It includes all lands abutting the harbour, extending inland generally as far as the first major parallel roadway, such as Pleasant Street, Alderney Drive, Windmill Road, Magazine Hill, Bedford Highway, Barrington Street, Lower Water Street, the rail cut, Purcell's Cove Road and Ketch Harbour Road. Where large land holdings span inland of these roads, such as Shearwater, Imperial Oil and Bedford Magazine, these properties are included in the plan area. Map 1 illustrates the general study area for the Harbour Plan.

Project Organization

In undertaking the Halifax Harbour Plan, Regional Planning staff assigned a project manager and prepared a terms of reference which outlined the scope of work, process, reporting mechanisms and deliverables. A Steering Committee was formed comprising the following representatives:

- HRM Regional Planning - Chair
- HRM Director of Governance and Strategic Initiatives
- HRM Real Property and Asset Management
- Halifax Port Authority
- Department of National Defence
- Nova Scotia Department of Economic Development
- Waterfront Development Corporation

Work to Date

Under the auspices of the Steering Committee a number of deliverables have been completed, including:

- Extensive Literature Review and Internet Research
- Land Use Survey (data base and mapping)

- Halifax Harbour Background (Discussion) Paper
- Economic Potential Study (Gardner Pinfold Consulting Economists)
- Report - Human Uses of Halifax Harbour (data base and GIS atlas) - Marine Affairs Program, Dalhousie University (on-going)
- Integrated Harbour Management Research, Marine Affairs Program, Dalhousie University (on-going)

Public and Stakeholder consultation has also formed a significant component of the harbour planning process. Thus far information dissemination and feedback has occurred as follows:

- July 2003 Newsletter, including a Harbour Questionnaire
- Responses to "Directing the Action", September 2003
- Open House Sessions, December, 2003
- Regional Planning Draft Goals and Objectives, January, 2004
- Liaison with Halifax Harbour Watershed Coalition
- Harbour Focus Group Sessions, February, 2004
- Harbour Users Interviews, Economic Potential Study
- Regional Planning Growth Alternatives Newsletter, April, 2004
- Open Houses, May/June, 2004, including a 2nd Harbour Questionnaire

Halifax Harbour Today - An Overview

Halifax Harbour supports a vast number of activities and uses - marine industrial development, commercial uses, national defence facilities, residential development, parks and trails, transit and transportation infrastructure (bridges, ferries, rail), tourist attractions and special events. The following provides a brief overview of Halifax Harbour as we know it today (refer to Map 1 - Existing Land Use).

The Harbour as a Seaport

- 2 World Class Container Terminals
- General Cargo, Marine Service Industries
- Shipbuilding and Repair
- Offshore Oil and Gas Supply Facilities
- Canadian Navy and Coast Guard
- Marine Research

Halifax Harbour is the second largest natural ice-free port in the world. Its ideal characteristics led to its development as a prominent military base and strategic international port. Halifax's working harbour makes HRM a globally competitive seaport. Locally, the port generates direct employment for over 3400 people and indirect employment for 5600 people, a total of 9000 jobs. It hosts two world class container terminals, handling over 500,000 container units per year. Shipbuilding and repair continue to be strong industries and there remains strong optimism for the offshore oil and gas

industry and its support facilities. Halifax is the east coast headquarters for our Navy and Coast Guard and is home to a world renowned marine scientific research facility – Bedford Institute of Oceanography. The working harbour is critical component of our local and regional economy.

The Harbour as a Transportation Hub

- Shipping
- Rail
- Road
- Air
- Transit

Halifax is a multi-modal transportation centre, providing local, regional, national and international connections. It is eastern Canada's gateway to the world and a major transshipment point for freight between the US and Europe. Apart from its role in ocean based commerce, Halifax's rail and truck transportation services provide the underpinning for a substantial share of the HRM economy. The harbour is well served by road and rail infrastructure although improvements are required in certain areas. Halifax International Airport is the 8th busiest in Canada, with plans underway to expand its infrastructure and service, and provide increased investment opportunities in its adjacent Aerotech Business Park. Halifax Harbour is also used extensively by our commuting population via the Halifax-Dartmouth ferry systems and there is considerable future potential to better use the harbour as a transportation corridor.

The Harbour as a Playground

- World Class Tourism Destination
- Expanding Cruise Ship Industry
- Festivals and Special Events
- Active and Passive Recreation Opportunities

The waters and shoreline of Halifax harbour have been instrumental in growing HRM's tourism industry. Hundreds of thousands of residents and visitors come to our waterfront areas each year, for special events or to simply experience the sights, sounds and shopping/entertainment amenities the harbour offers. Visitation by cruise ships has quadrupled since 1997, with some 120 vessels expected to dock in 2004. Halifax harbour also provides opportunities for many recreational activities, both active and passive, including sailing and boating and the extensive harbourfront parks, open spaces and trails.

The Harbour as a Place to Live

- Recent Growth in Residential Development on or near the Harbourfront
- Trend Expected to Increase

More and more residents of HRM are choosing to reside close to the harbour - Downtown Halifax, Downtown Dartmouth, Bedford and other locations, and there is a growing demand for harbourfront or near-harbourfront living. This trend is expected to continue as certain segments of the population seek an alternative to the traditional suburban single family home.

The Harbour as a Ecosystem

- Environmentally Sensitive Areas
- Diverse Marine Plant and Animal Habitat
- Commercial Fishery
- Harbour Solutions

Also of importance is the fact that Halifax Harbour is a living environmental ecosystem, supporting diverse marine plant and animal habitat, including a small commercial fishery. Human activities have deteriorated this habitat, and it is important that as future development occurs, the environmental integrity of the harbour is maintained and improved. The Harbour Solutions project and Source Control program now underway will improve the quality of water entering the harbour, which in turn will improve the attractiveness and use of our waters and shoreline.

DISCUSSION:

As described above, Halifax Harbour supports a vast number of activities and uses, reinforcing its role as the focal point of HRM. From the research and analysis conducted to date, plus input received through public and stakeholder consultations, a number of conclusions can be reached.

First, there is only a finite amount of water and land available, coupled with many competing interests. It is important that a future plan for the harbour determine the right balance among land uses - commercial/industrial marine uses, transportation, recreational, residential, institutional and environmental. This requires an analysis of site specific development opportunities and constraints, taking into account factors such as harbour dependent needs, the relative importance of uses, intensity of uses, infrastructure requirements, community compatibility/impacts and environmental considerations. The plan must also be properly aligned with all aspects of the overall Regional Plan.

Second, Halifax Harbour is likely to benefit from an improved management structure. At present there are many players and stakeholders involved with harbour activity and harbourfront development - the three levels of government, crown corporations, landowners, non-government organizations, scientific community and others - all largely working independently of one another. An integrated structure for management, administration and decision making for harbour development would result in improved coordination, cost effectiveness and plan implementation leadership.

Third, improved coordination of legislative administration regarding harbour activity and development is required. There is currently a myriad of statutes, regulations and approval processes at all three levels of government, some of which either overlap or conflict. The rationalization of these jurisdictional matters would result in more effective and efficient service delivery.

Lastly, a completed Harbour Plan should include an accompanying implementation/action plan to include such items as prioritization of initiatives, promotion and capital expenditure planning. The management structure described above would assume responsibility for leading the implementation strategy.

Preliminary Harbour Plan Recommendations

Preliminary recommendations regarding a future planning strategy for Halifax Harbour will be described under the following headings:

1. The Working Harbour - Marine-Dependent Commercial/Industrial Uses
2. Transportation Infrastructure
3. Recreational Uses
4. Residential Uses
5. Environment
6. Harbour Management/Administration

These recommendations, prepared by the Harbour Plan Steering Committee, are based on the extensive research and consultation as described under the previous section "Work to Date". The recommendations have also reviewed by the Regional Planning Committee (June 30, 2004).

With the endorsement of this package of preliminary recommendations from Regional Council, it will form the basis for further public and stakeholder consultation and the preparation of draft detailed policy statements and implementation mechanisms. The draft policies will be presented to Council for review prior to proceeding to formal public hearing.

1. The Working Harbour - Marine Industrial/Marine Commercial Uses

The Regional Planning "Draft Goals and Objectives", approved-in-principle by Council in January 2004, includes the following statements:

Goal 4.4:

Reinforce the economic function of Halifax Harbour, including marine-based industry, energy, sciences, port and navy operations, sewage treatment operations, transportation and tourism, and balance this function with the desire for increased public open space and recreation, residential and other interests.

Objectives:

- A. Develop a Harbour Planning Strategy for the future development and management of Halifax Harbour reinforcing its role as a fundamental economic, cultural, recreational, transportation and public regional asset.
- B. Identify and protect appropriate harbour frontage and adjacent lands to ensure the continued growth of vital harbour-based industrial and commercial function, and develop measures to mitigate community impacts from such operations.
- C. Recognize and establish a sustainable balance between commercial, industrial, institutional, residential, tourist-related and public recreation and open space uses and linkages around the harbour.
- D. Collaborate with federal and provincial governments, business community and other stakeholders to determine appropriate governance and management structures to effectively promote and administer harbour activities, harbourfront land use and cross-jurisdictional interests.

The “Economic Potential of HRM and Halifax Harbour” study (Gardner Pinfold Consulting Economists, May, 2004) recently presented to Council, reinforces the importance of the economic function of Halifax Harbour. The study states ...”a wide range of marine dependent users occupy waterfront land on Halifax Harbour. Land for new users is scarce. Some users face constraints arising from incompatibility with adjacent landowners (mainly residential). Policy and measures to support a working waterfront are key ingredients for HRM economic growth.””demand for waterfront land is HRM for residential and recreational purposes is constant, whereas demand for industrial purposes is episodic. It does not follow that waterfront land should be dedicated to residential and recreational needs as and when these demands arise. This could foreclose higher-valued marine industrial options that are not immediately foreseeable. Any long-term land use plan should take a balanced approach and make provision for marine industrial uses even if these are not immediately identifiable.”

The need to reserve sufficient and suitable lands and waterlots for future marine industrial/marine commercial uses was also identified in our public consultation program. While support was not unanimous, the consensus of opinion was that appropriate lands be retained for such purposes. In a recent Harbour Plan questionnaire, 97% of respondents felt that HRM should continue to promote Halifax Harbour as a global seaport, and 82% felt that sufficient land around the harbour should be reserved for marine-dependent uses.

As a result of this input, the Steering Committee agreed that the first priority in determining future land uses opportunities around the harbour should be the identification of those sites that are appropriate for marine industrial/marine commercial uses. Evaluation criteria included water accessibility for ships, land availability in terms of vacant properties, topography and ownership patterns, proximity to infrastructure (road, rail, piped services) and proximity to other land uses in terms of synergy or potential conflict.

Recommendation 1:

With the growing competitiveness of the global shipping industry, many ports are expending significant investment to upgrade their facilities. New York Harbour in particular, a direct competitor with Halifax, will have sufficient draft to accommodate post-panamax vessels within the next several years. It is important that HRM, in conjunction with other levels of government, economic development agencies, the Halifax Port Authority (HPA), CN and other stakeholders, investigate and implement initiatives that will maintain the Port of Halifax as a globally competitive multi-modal shipping location.

Recommendation 2:

The following existing sites/operations are recommended to remain designated for marine industrial/marine commercial use (refer to Map 2):

Existing Sites Recommended to Remain in Marine Industrial/Marine Commercial Use

Former Ultramar Refinery Property	Autoport
Shearwater (Waterfront and Maritime Helicopter Facility)	Cherubini Metal Works
Woodside Industrial Park/Common User Wharf	Imperial Oil Refinery
Coast Guard Site	Dartmouth Cove Waterfront
DND Dockyard Annex	NSPI
National Gypsum at Wright's Cove	DND Bedford Magazine
Fairview Cove	Richmond Terminals
Halifax Shipyards	HMCS Dockyard
Ocean Terminals and Halterm	

The following sites are recommended to be reserved for future potential marine industrial/marine commercial uses (refer to Map 3). These properties may be either currently underutilized, have expansion capability or are new opportunity sites.

Recommended New or Expanded Sites to be Reserved for Marine Industrial/Marine Commercial Uses

- Former Ultramar Refinery Property
 - Existing wharf infrastructure
 - Large vacant land parcel
 - Good existing road access and proximity to proposed connector road through Shearwater surplus lands

- Short extension to rail line could be made
 - Level of site contamination unknown at this time
 - Mitigation of potential community impacts required on south perimeter adjacent existing residential development
- Shearwater Surplus Lands (Canada Land Company)
 - Large vacant land parcel
 - Proposed new road will provide direct access to Hwy. 111
 - Abuts Maritime Helicopter facility (noise impacts)
 - Adjacent to contaminated sites on Imperial Oil property
 - Residential development not recommended at this time
 - Site might also be considered for general industrial uses (non marine-dependent)
 - Portion of site drains to Morris Lake
 - Further consultation with CLC required

Note: The Regional Planning Committee indicated that the recommendation to discourage residential development on the Shearwater Surplus Lands site is premature at this time. It was noted that the Shearwater property is a large and unique site and that the Canada Land Company will be undertaking a comprehensive planning exercise for the surplus lands. All potential land use opportunities and constraints will be determined through that process along with mitigation measures that could potentially achieve a compatible mix of land uses, including residential development.

- Nova Scotia Hospital Lands
 - Southern portion of site (behind N.S. Hospital) and all lands below the rail line (including waterlot) should be reserved for marine industrial/marine commercial use
 - Good proximity to road and rail
 - Requires substantial infilling
 - Mitigation of potential community impacts required due to proximity of hospital, community college and adjacent residential development
 - Preserve and integrate Dartmouth Harbourwalk trail into any future development scheme.
- Coast Guard Property
 - Operations proposed to move to Bedford Institute of Oceanography lands in medium term
 - Current vehicular access through residential area, but will be alleviated by new road to sewage treatment plant
 - Rail access available
 - Mitigation of potential community impacts required due to proximity of adjacent residential development

- Lyle Street Property
 - Small site
 - Local street access to Windmill Road
 - Rail access available
 - Potential development opportunities/linkages with abutting DND Dockyard Annex property
 - Development/design implications due to MacDonald Bridge (overhead)
 - Mitigation of potential community impacts required due to proximity of adjacent residential development
- National Gypsum (Wrights Cove)
 - Rail service available
 - Road access requires improvement
 - Further study required in general area (BIO to Wrights Cove) to determine best use
 - Mitigation of potential community impacts required due to proximity of residential development and environmentally sensitive lands
- CN Property (waterlot), Rockingham Shore
 - Road and rail access good
 - Identified as potential future marine industrial site by HPA
 - Requires substantial infilling
 - Mitigation of potential community impacts required due to proximity of adjacent residential development
- Fairview Cove
 - Road and rail access available
 - Existing risk of encroachment by residential use
 - Significant levels of contamination in certain locations
 - Expansion capability, both through infill and through reuse of properties inland from existing terminal
 - General area requires further studies to determine potential extent of expansion, land uses, underground services and efficient transportation network
 - Mitigation of community impacts required due to proximity to Seaview Park and nearby residential areas

Recommendation 3:

On sites where marine industrial/marine commercial uses are contemplated, it is recommended that policies and regulations be prepared to address potential impacts on adjacent uses, while maintaining the economic viability of the industrial/commercial use. Mitigatory measures may include the following:

- Restricting the intensity of use (eg.) light industrial vs. heavy industrial
- Landscaped perimeter buffer areas (screening) and solid fencing
- Directional lighting
- Noise abatement measures for adjacent buildings (soundproofing)
- Limitations on hours of operation
- Road access locations and truck routes
- Restricting new residential use from encroaching on existing and potential sites for marine industrial development, through appropriate zoning, buffering and noise abatement construction techniques

2. Transportation Infrastructure

The provision of efficient transportation systems to accommodate the movement of freight to and from the port of Halifax is essential in maintaining its global competitiveness. The following is an excerpt from the Regional Planning draft Goals and Objectives:

Goal 6.5

Achieve a reliable, integrated freight transportation system in partnership with other levels of government, non-profit agencies and the private sector.

Objectives:

- A. Strengthen the national importance and viability of the entire region as a freight shipping hub for water, rail, truck and air transportation.
- B. Improve access between freight transportation corridors and the region's intermodal facilities and industrial areas.
- C. Encourage competitive travel times and improved schedule reliability for moving freight through the region.
- D. Ensure safe, efficient goods movement.

The importance of road and rail to the economy of HRM is also reiterated in the Economic Potential study. The report indicates that the main planning issues concern truck access to the Halifax south-end terminal and recent changes to CN's service to Halifax. Regarding the latter, CN is now using fewer but longer trains, which has resulted in import containers being grounded rather than going directly from ship to rail. This has increased the need for increased on-site storage, increased handling of containers and longer truck queuing.

Halifax remains competitive in part because containers can be shipped by rail to the US Midwest one to two days sooner than other North American ports. Efficient transportation links are a fundamental necessity in ensuring the continued economic success of the port and region. Freight carriers are

critical partners in maintaining a competitive edge.

Recommendation 4:

It is recommended that HRM, in association with the HPA, other levels of government, economic development agencies and port users, continue to negotiate with CN and the trucking industry to achieve a commitment to provide improved efficiency and the highest possible level of freight service to the port of Halifax.

Recommendation 5:

It is recommended that HRM, in conjunction with the HPA and Transport Canada, undertake an Inland Inter-modal Freight Distribution Terminal study for the Port of Halifax. Such a study will determine the feasibility and costs associated with the construction of a rail/truck distribution terminal at a site outside the urban core area. Through shuttling containers to and from the inter-modal yard by a short line port railway, this would help alleviate the present movement of trucks through downtown Halifax and relieve current congestion at the two container terminals.

Recommendation 6:

It is recommended that a study be undertaken to determine the future potential and constraints regarding the operation of the rail line through downtown Dartmouth, including the relocation of the marshalling yard on the Dartmouth waterfront.

Recommendation 7:

Halifax Harbour is presently underutilised as a transit corridor. While ferry service is currently provided between downtown Halifax and downtown Dartmouth and Woodside, other locations could benefit from such facilities (refer to Map 4). It is recommended that HRM proceed with detailed planning and implementation of phased high-speed ferry network within Halifax Harbour. New terminal locations may include:

- Bedford Waterfront
- Purcell's Cove
- Shannon Park
- Wright's Cove (Burnside)
- Fairview Cove
- Eastern Passage

Such services should be integrated with land-based transportation/transit systems, including buses, multi-use trails or walking and cycling routes and park and ride facilities.

Recommendation 8:

It is recommended that the feasibility of providing commuter rail service serving the Capital District be explored for all rail corridors adjacent Halifax Harbour, including a comparative analysis with other transit opportunities such as bus rapid transit and high-speed ferries.

3. Recreational Uses

Public access to and along the shores of Halifax Harbour ranks very high in the opinion of citizens who have participated in the planning process to date. A recent questionnaire indicated that a full 100% of respondents supported the development of more parks and trails around the harbour. Substantial capital investment for park and trail development has been provided by all levels of government over the past number of years, in cooperation with residents groups and other non-government organizations. Major existing components of the harbour's parks and trails system include the following (refer to Map 5):

Existing Major Components of Halifax Harbour Parks and Trails

Lawlor's Island	McNab's Island
Hartlen Point Golf Course	MacCormack's Beach
Dartmouth Harbourwalk (N.S. Hospital Lands)	Dartmouth Ferry Terminal Park
Admiral Cove Park	Bedford Fish Hatchery Park
Bedford Waterfront Phase I	Princes Lodge/ Hemlock Ravine
Seaview Park	Halifax Waterfront
Point Pleasant Park	Horseshoe Island Park
Regatta Point Walkway	Deadman's Island
Sir Sanford Fleming Park (Dingle)	York Redoubt
Herring Cove Trail	Chebucto Head (Lighthouse)
Duncan's Cove Trail	

Recommendation 9:

It is recommended that HRM, in association with the WDCL, other levels of government and non-government organizations, facilitate the planning and development of new parks and trail systems in appropriate locations along the shores of Halifax Harbour, including linkages to inland park/trail systems. Such projects may include the following (refer to Map 5):

Recommended New or Expanded Halifax Harbour Parks/Trails

- George's Island
- Lawlor's and McNab's Islands
- Link from Woodside to Eastern Passage/Cole Harbour Rails to Trails system

- Link from N.S. Hospital Lands to Downtown Dartmouth, with connection to Shubenacadie Trail system
- Dartmouth Waterfront to MacDonald Bridge
- Shannon Park
- BIO land to Wrights Cove (to be included in Master Plan study for the area)
- Bedford Waterfront Phase II
- Bedford Waterfront to Birch Cove
- Seaview Park to Robie Street Rail Line
- MacDonald Bridge to Halifax Waterfront (Barrington Street)
- HPA property to Point Pleasant Park
- Point Pleasant Park to Chebucto Road (Rail Cut)
- Armdale Yacht Club to Purcell's Cove
- Chebucto Head Lighthouse property

Recommendation 10:

It is recommended that wherever possible, trail systems should integrate with existing and planned transit corridors, terminals and residential neighbourhoods adjacent Halifax Harbour.

Recommendation 11:

Given the heightened issue of international security and new regulations concerning security and public safety at all Canadian port locations, it is recommended that HRM continue to work with the HPA, Canada Borders Security Agency, Transport Canada and port users in determining measures to achieve maximum public access to harbourfront locations while respecting international security regulations for port facilities and operations.

Recommendation 12:

In locations where harbourfront trail development cannot be accommodated for reasons of marine industrial operations (safety) or security purposes, it is recommended that alternate routes around such uses be designed and developed.

Recommendation 13:

The Shannon Park property in north-end Dartmouth is to be transferred to the Canada Land Company (CLC) in 2004. This former DND base has significant redevelopment potential, having excellent road and rail connections and considerable harbour frontage. CLC will undertake a master planning exercise to determine appropriate uses and transportation network for the site. HRM recommends that as part of this study, serious consideration be given to the following uses:

- Major sports venue
- Transit terminus (ferry terminal, bus terminal, park and ride and potential commuter

- rail station)
- Mixed-use housing
- Commercial uses (retail/office)

The planning for this site should be integrated with future potential development in the BIO/Wrights Cove area.

Recommendation 14:

It is recommended that HRM continue to capitalize on the tourism potential of Halifax Harbour, particularly in light of the benefits that will be realized through the Harbour Solutions project. Tourism growth can be encouraged by enhancing the assets of our downtown waterfront areas, ensuring high quality design and development, enhancing important heritage and cultural sites and expanding recreational opportunities, conference facilities and entertainment uses. Uses promoting our marine and cultural heritage and the arts should be pursued. Locations for such facilities should be carefully evaluated, with special attention being given to uses appropriate for the Dartmouth waterfront.

4. Residential Uses

Residential development on or overlooking Halifax harbour has been on the increase in recent years. Projects have been constructed on the Halifax Waterfront, Barrington Street North, along the inland side of Bedford Highway, Bedford Waterfront, Northwest Arm and Ketch Harbour Road. It is anticipated that the emerging trend toward high-end harbourfront accommodation will continue to increase, particularly as the babyboom generation reaches retirement age.

It is interesting to note, however, that feedback received through the Harbour Focus Group sessions and the latest harbour questionnaire indicated that harbourfront residential development was not a priority land use. Respondents generally felt that because residential development is not a harbour-dependent use, it should not take precedence over uses that require water access. Only 58% of respondents to the questionnaire indicated that certain harbourfront lands should be set aside for future residential development, whereas 42% indicated that residential land should not be set aside.

As mentioned earlier in this report, the Economic Potential study pointed out that the demand for residential development on the harbour is current and on-going, while demand for industrial purposes is more sporadic and not immediately identifiable. Further, by disposing of land for residential development purposes, it may result in lost opportunity for potential future marine industrial/marine commercial development or may establish the potential for future land use conflicts.

Recommendation 15:

It is recommended that residential development be discouraged from locations abutting existing or proposed sites designated for marine industrial/marine commercial use. Where residential uses are proposed to locate in proximity to existing or proposed marine industrial/marine commercial uses, such residential development should incorporate measures to minimize potential impacts by way of suitable buffering and noise abatement construction techniques.

Recommendation 16:

It is recommended that the following locations be considered appropriate for multi-unit residential development (refer to Map 6):

- Dartmouth Cove and Marine Slips property (to be determined after confirmation that a portion of site(s) to be developed as a second NSCAD campus)
- Dartmouth Waterfront north of Ochterloney Street
- Shannon Park (a component of a possible mixed use comprehensive plan)
- Land north of BIO to Wrights Cove, if determined appropriate after completion of a comprehensive plan for the area
- Bedford Waterfront (Phase II)
- Bedford Highway properties at Travellers Motel and Chinatown
- Halifax Waterfront

Recommendation 17:

It is recommended that a study be undertaken to determine the long term feasibility for the development of residential and park/trail development along the western shoreline (waterlots) of Bedford Basin between the Bedford waterfront and Birch Cove.

Recommendation 18:

It is recommended that any residential development proposals abutting Halifax Harbour include provision for public access to the harbour and trail/boardwalk development.

5. Environment

Halifax Harbour, despite the impacts it has endured from centuries of development along its shores and within its watershed, remains a living environmental ecosystem. The Harbour Solutions project and Source Control Program, while long overdue, are major steps forward in regaining the integrity of the harbour's marine environment.

Through the consultation process conducted to date, citizens are clear that the future sustainability of the harbour is an important objective. Better controls on infilling activities, protection of remaining environmentally sensitive areas, restoration and creation of new plant/animal habitat, protection of important marine-related cultural/historic assets, promotion of more water-based recreational opportunities and addressing potential risks of climate change were several of the desired improvements cited.

In addition, as part of the on-going Harbour Solutions project, the determination and siting of associated environmental enhancement facilities need to be addressed, including facilities for sewerage storage related to combined sewer overflows.

Recommendation 19:

It is recommended that the ecology of the harbour be considered in the context of its entire watershed, including all rivers and lakes that flow to the harbour. In this regard, environmental protection policies prepared under the Regional Plan should fully integrate with those developed for the Harbour Plan.

Recommendation 20:

It is recommended that the significant environmentally sensitive areas and potential cultural heritage and archeological sites along the shores of Halifax Harbour be identified and described. Appropriate protection and/or asset management mechanisms would be prepared.

Recommendation 21:

It is recommended that HRM support DFO in undertaking a comprehensive mapping and data program of fish habitat within the harbour and watershed, to characterize the current status of those habitats and to help identify areas that should be conserved and protected and those areas that would be candidates for habitat restoration projects.

Recommendation 22:

At the present time, legislation and jurisdiction concerning harbour related activities and development exists at all three levels of government and among various departments. Some of this legislation appears to overlap or be in conflict, and the various development approval processes are not well coordinated. It is therefore recommended that inter-governmental working agreements be formulated that clearly define roles, responsibilities and coordinated and effective development review processes.

Recommendation 23:

It is recommended that HRM work in conjunction with other Provincial and Federal departments having jurisdiction over environmental protection/restoration within the harbour, to investigate

opportunities for implementing proactive habitat management techniques/projects, such as “habitat banking” and “seafloor zoning”.

Recommendation 24:

Requests for infill projects on private waterlots within the harbour is an important matter. Of particular concern is the Northwest Arm, where residents have identified concerns related to loss of navigable water for sailing, loss of views out the Arm, the type and design of land use on the infilled lot and environmental impact. Similar concerns have been expressed for certain shoreline areas in Bedford. It is recommended that a process framework be developed to assess infilling activities on the Northwest Arm. Such a framework would identify the type and scope of stakeholder participation, identification of issues, resolution options, regulatory methods and implementation plan.

Recommendation 25:

It is recommended that HRM work with the HPA and other environmental authorities in minimizing ship air emissions while in port and ensuring that ship waste disposal practices are environmentally responsible.

Recommendation 26:

At present, the Bedford waterfront (Phase II) is the only approved location for the disposal of pyritic slate. If a harbour location was not made available for placement of this rock, it would have to be shipped out of Province for disposal, a considerable expense for the land developer. It is recommended that appropriate sites be identified on Halifax Harbour for long term disposal of pyritic slate.

Recommendation 27:

Climate change is an emerging concern. According to climate change models, sea levels are predicted to rise between significantly over the next century, which will seriously impact shoreline infrastructure such as seawalls and wharves and will threaten low lying buildings. When coupled with more frequent and extreme weather events (storm surges), as was evidenced during Hurricane Juan, the potential long term risk to public safety and property is severe. It is recommended that HRM, in association with other funding partners, undertake a modelling study to predict impacts of climate change and weather events on the shoreline of Halifax Harbour. Once impacts are known, adaptation measures for new land development and mitigation measures for existing development should be designed and implemented.

6. Harbour Management / Administration

At present, Halifax Harbour as an entity has no integrated or coordinated management structure. There are many players and stakeholders involved with harbour activities and harbourfront development, including various departments at the three levels of government, crown corporations, landowners, non-government organizations, scientific community and others. Projects and decision making often take place independently, and while progress has been made in this regard in recent years, further improvements can be achieved.

Recommendation 28:

It is recommended that best practises research be completed to assess how other world class harbours are managed and administrated. A comparative analysis of models would be used to determine the feasibility for application in the Halifax Harbour context.

Recommendation 29:

It is recommended that a task force comprising representative stakeholders be formed to review the findings of the best practises research (recommendation above), discuss harbour management issues and opportunities and provide recommendations to their respective approval authorities. Should an integrated management/administrative structure be instituted for Halifax Harbour, this body would be responsible for implementation of the approved Harbour Plan.

Next Steps

Should Council endorse in principal the preliminary recommendations contained in this report, the Harbour Plan Steering Committee will undertake the following:

- Confirm Harbour Concept Plan with stakeholders and the public
This will entail the undertaking of certain further studies as outlined in this report. It will also entail an additional public and stakeholder consultation process to verify and, if necessary, revise the preliminary recommendations contained herein, ensuring consistence with other Regional Plan themes. Consultation may take the form of focus group sessions or open house/public meetings.
- Prepare Final Draft Harbour Concept Plan
Based on input through the previous step, this will entail the preparation of a detailed draft policy statements and regulations (implementation mechanisms). This document will be presented to Council for review.
Target date is December, 2004.
- Prepare Final Halifax Harbour Plan (Municipal Planning Strategy (MPS) and Land Use By-law (LUB))
Based on Council's approval of the Harbour Concept Plan (above step), staff will

~~create a new Halifax Harbour MPS and LUB, conduct a final series of public consultations and proceed to Council for Public Hearing.~~

Target date is Fall, 2005

BUDGET IMPLICATIONS:

There are no immediate financial commitments required on the part of HRM regarding this report.

FINANCIAL MANAGEMENT POLICIES / BUSINESS PLANS:

This report complies with the Municipality's Multi-Year Financial Strategy, the approved Operating, Capital and Reserve budgets, policies and procedures regarding withdrawals from the utilization of Capital and Operating reserves, as well as any relevant legislation.

ALTERNATIVES:

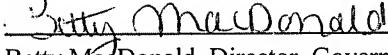
Council may choose to revise certain preliminary recommendations contained in this report. Staff will take Council's direction in this regard.

ATTACHMENTS:

Map 1	Study Area Boundary and Existing Generalized Land Use
Map 2	Existing Sites Recommended to Remain Marine Industrial
Map 3	Recommended New/Expanded Sites to be Reserved for Marine Industrial
Map 4	Transportation
Map 5	Existing and Recommended Parks and Trails
Map 6	Recommended Sites for New Residential Development

Additional copies of this report, and information on its status, can be obtained by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Roger Wells, Regional Planning Manager, Harbour Plan

Report Approved by: 

Betty MacDonald, Director, Governance and Strategic Initiatives

Map 1

Halifax Harbour Planning Project

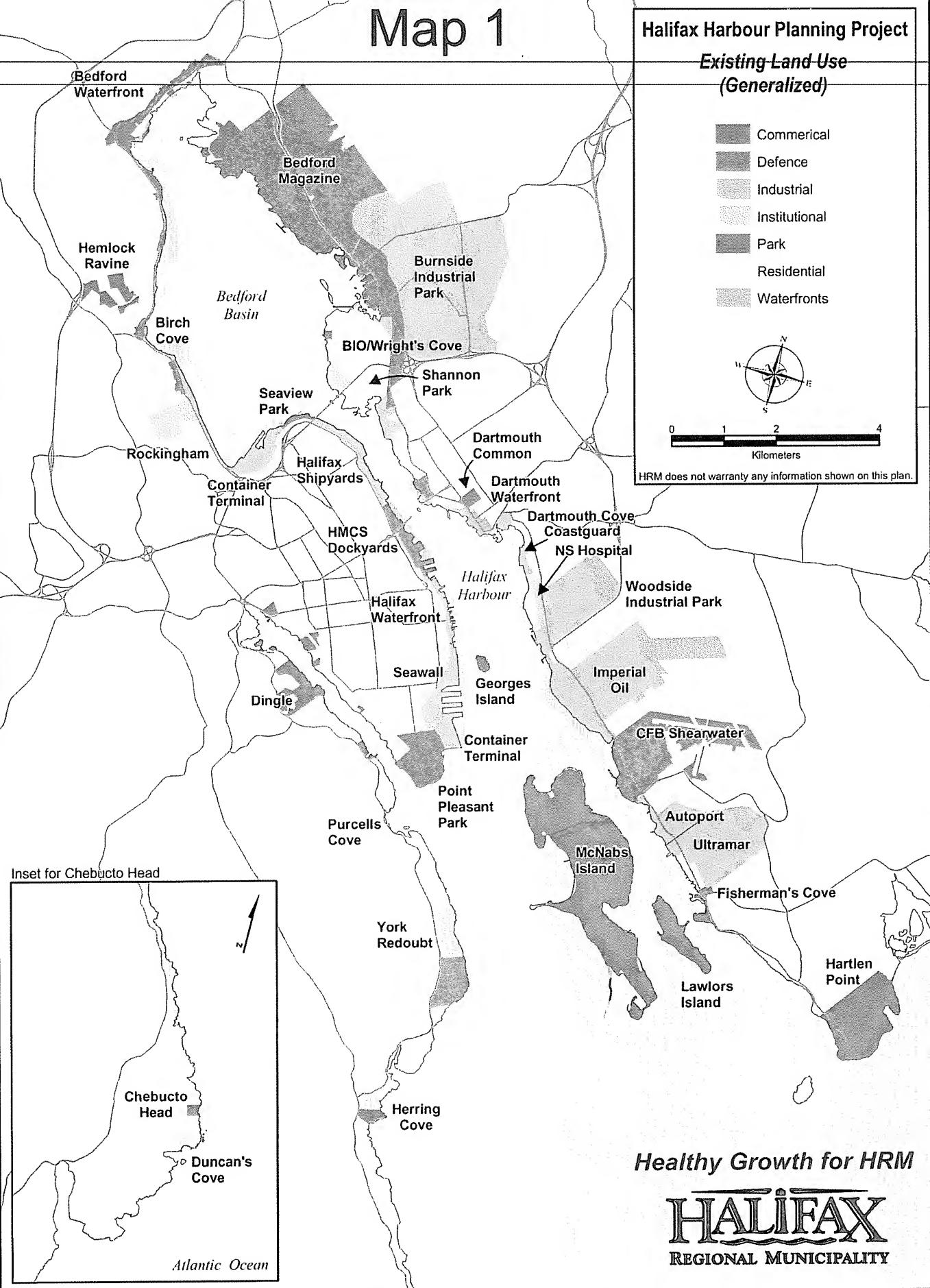
Existing Land Use (Generalized)

- Commercial
- Defence
- Industrial
- Institutional
- Park
- Residential
- Waterfronts



0 1 2 4
Kilometers

HRM does not warranty any information shown on this plan.

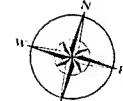


Map 2

Halifax Harbour Planning Project

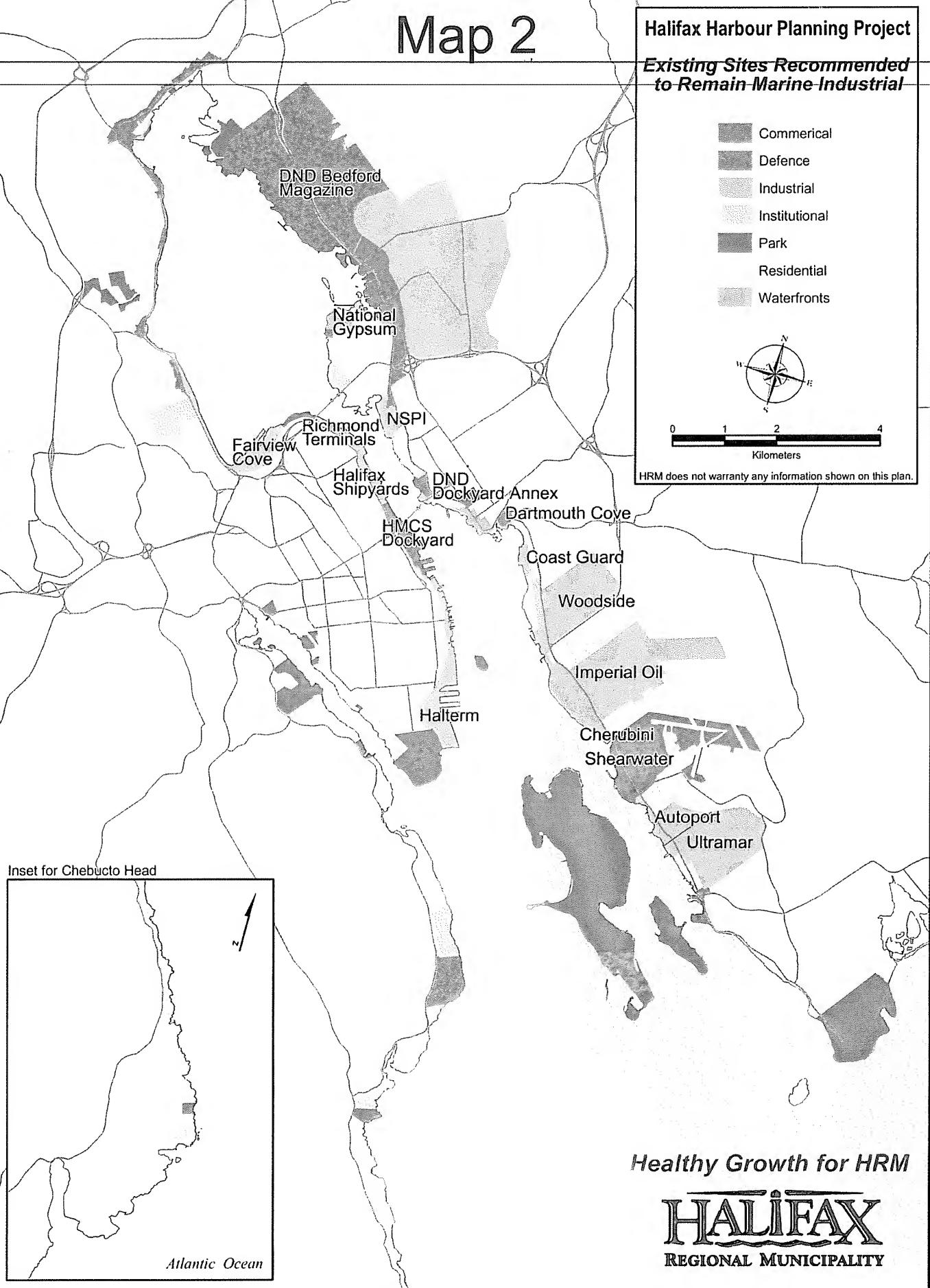
Existing Sites Recommended to Remain Marine Industrial

- Commercial
- Defence
- Industrial
- Institutional
- Park
- Residential
- Waterfronts



0 1 2 4 Kilometers

HRM does not warranty any information shown on this plan.



Healthy Growth for HRM

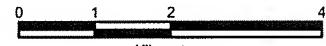
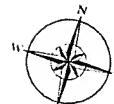
HALIFAX
REGIONAL MUNICIPALITY

Map 3

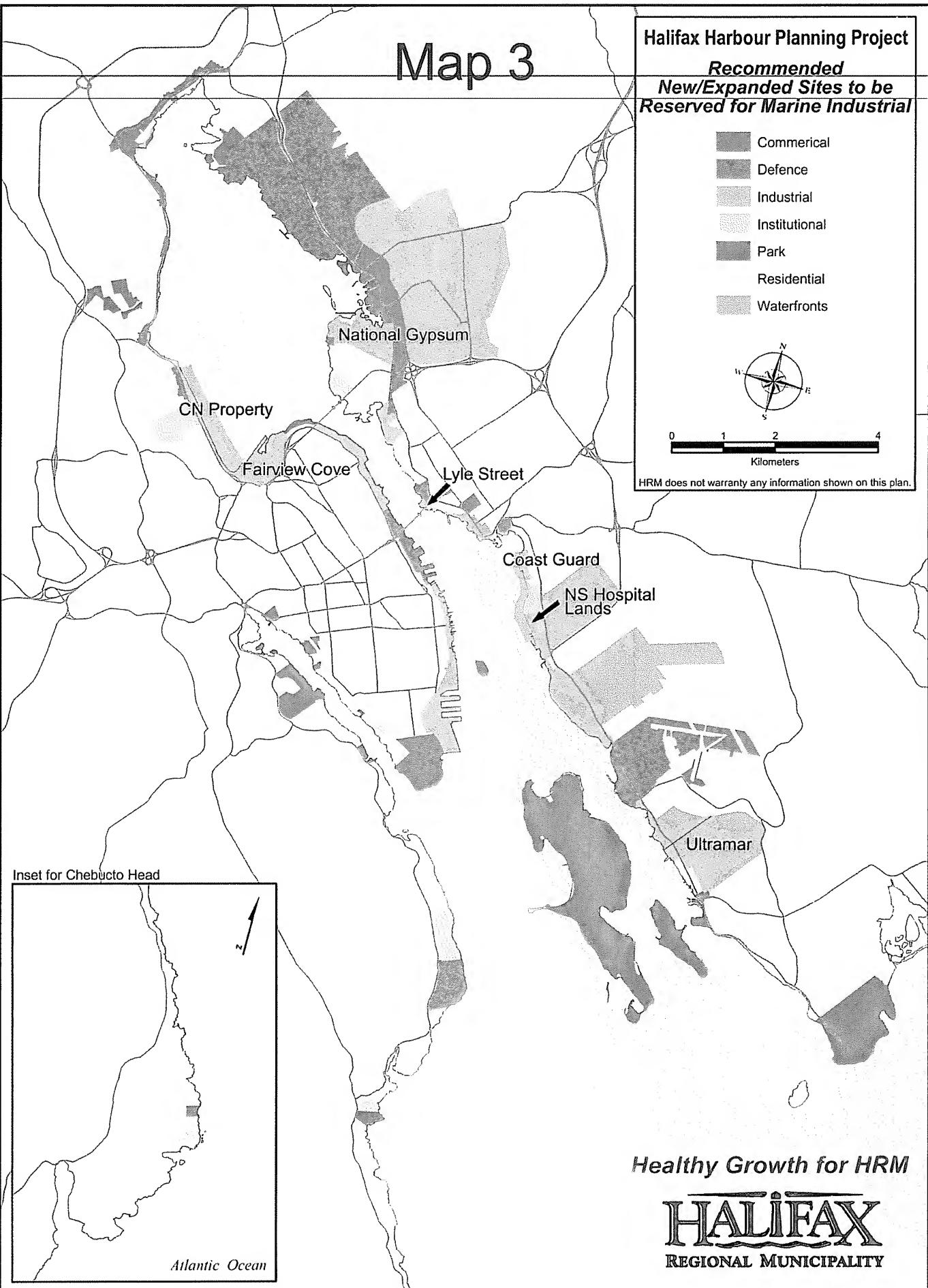
Halifax Harbour Planning Project

**Recommended
New/Expanded Sites to be
Reserved for Marine Industrial**

- Commercial
- Defence
- Industrial
- Institutional
- Park
- Residential
- Waterfronts



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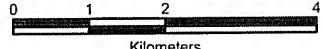
Healthy Growth for HRM

HALIFAX
REGIONAL MUNICIPALITY

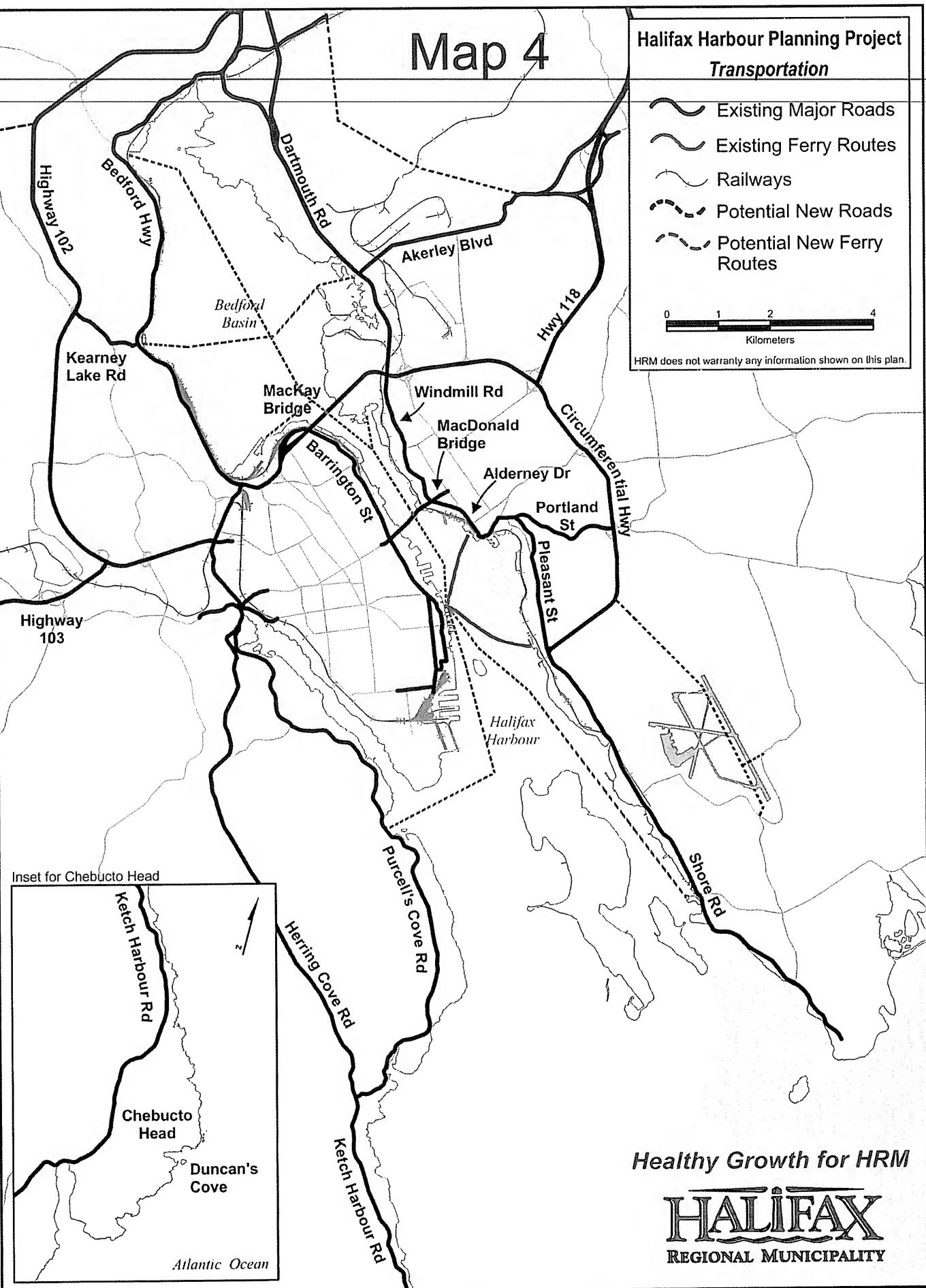
Map 4

Halifax Harbour Planning Project Transportation

- Existing Major Roads
- Existing Ferry Routes
- Railways
- Potential New Roads
- Potential New Ferry Routes



HRM does not warranty any information shown on this plan.



Map 5

Halifax Harbour Planning Project

Existing & Proposed Parks and Trails

Trails

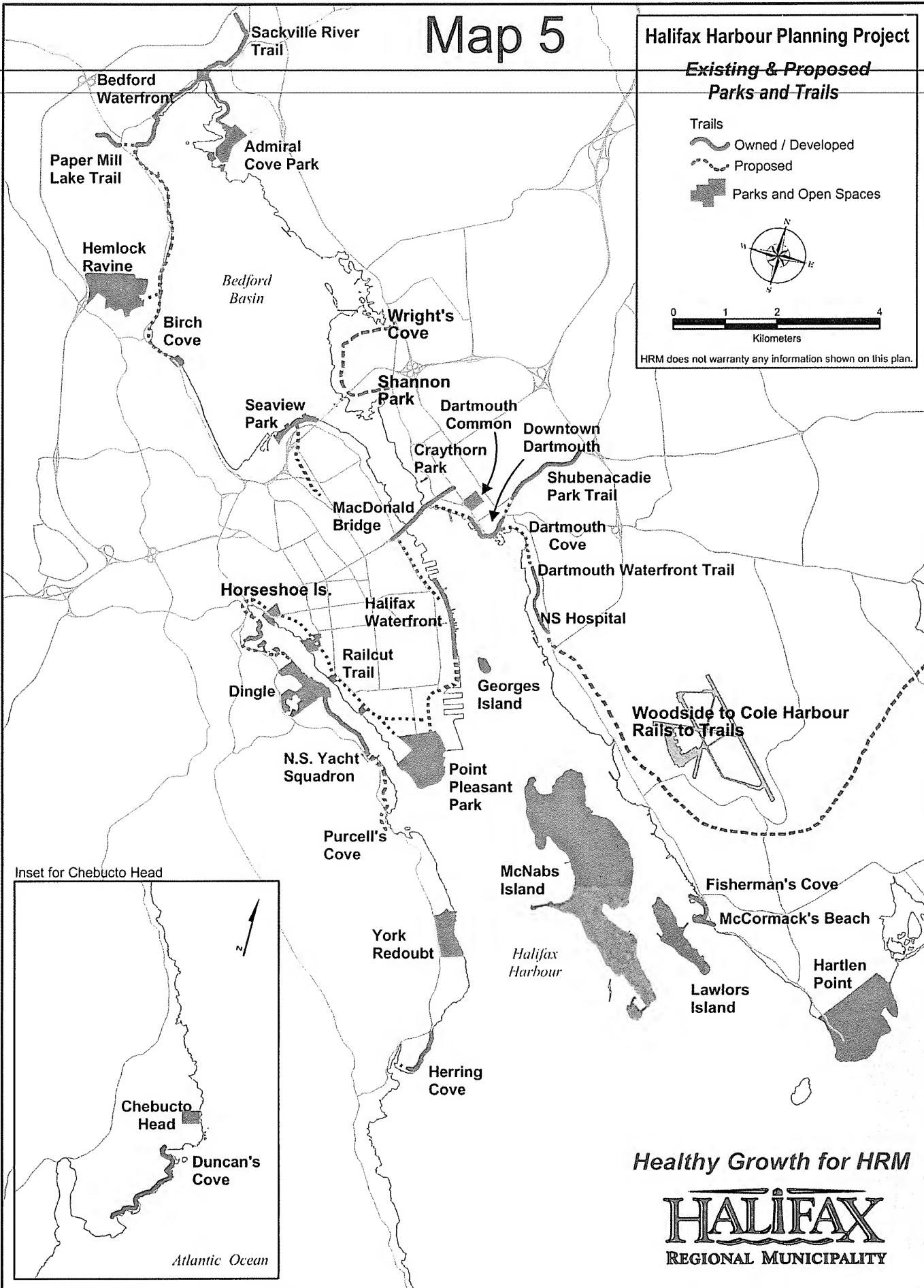
Owned / Developed
 Proposed

Parks and Open Spaces



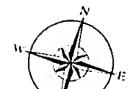
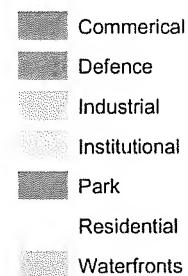
0 1 2 4
Kilometers

HRM does not warranty any information shown on this plan.



Map 6

Halifax Harbour Planning Project
Sites Recommended for
New Residential Development



0 1 2 4 Kilometers

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